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ABSTRACT

The purpose of this monograph is to review the state of the art and to supply a framework for the further investigation and development of cooperative arrangements for international programming between senior institutions and community colleges. The first chapter, "The Growing National Interest in International Understanding," reviews relevant federal legislation and the activities of educational organizations supporting international understanding. "Community College Linkage to Adult Learners" discusses adult, community service, and community-based education as means for providing large groups of adults with citizen education for international understanding. "Current Status of International Programming in Community Colleges" reviews the great variety of international/intercultural programs in operation. "Articulation of Community College and University Mutual Interests" examines various means for interchange between universities and junior colleges, including the Junior College Leadership Program, the Council of Universities and Colleges, advisory councils, university-trained community college administrators, and state coordination. "Needed: A Stronger Community College and University Commitment to Action" suggests how administrative, faculty, and instructional commitments can be encouraged, as well as university commitment to cooperation. (LH)

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International Understanding: A Framework For Community College and University Cooperation in Institutional Development

William G. Shannon
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Center for the Study of Higher Education
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FOREWORD

The identification and elucidation of significant issues, trends, and conditions in postsecondary education is one of the principal emphases of the Center for the Study of Higher Education of The Pennsylvania State University. While the Center has not previously pursued research activity in the broadly defined domain of international higher education, we have been concerned about cooperative relations between postsecondary institutions.

As implied in the title, the purpose of this publication is to review the "state of the art" and, more importantly, to supply a framework for the further investigation and development of cooperative arrangements for international programming between senior institutions and community colleges. Universities and community colleges already have a distinguished record of mutually beneficial relationships in other domains and may be interested in exploring cooperative ventures in the international area as well.

Given their unique relationship with and direct access to all members of the community, it is our view that community colleges should be encouraged in the development of their international dimensions, and it is our hope that this publication will stimulate appropriate interest and activity toward such development.

Kenneth P. Mortimer
Director, Center for the
Study of Higher Education

October 1977

PREFACE

American universities traditionally have been concerned with international programs such as language and area studies, scholarly research, study abroad, and with providing advice and assistance for economic planning and development. Community Colleges, on the other hand, have only recently begun to find special educational opportunities abroad or participate in activities directly related to other contemporary cultures and societies.

Students and critics will contend that in neither institution is sufficient attention currently being given to international education, specifically to the education of the general citizenry to raise levels of concern and knowledge about our neighbors on the planet earth. Such criticism crystallized recently in discussions in Congress where legislation, aimed at supporting postsecondary education programs for building international understanding as a base for national assessment of U.S. foreign policy, was recently passed.

This monograph suggests that the university and the community college can combine their unique talents and capabilities in cooperative programs for strengthening international and intercultural education, perhaps in ways not possible for either institution working alone. Such efforts can be built on patterns of cooperation which already exist between the two institutions as exemplified in the fields of staff development and management training.

Required now are special efforts to bring interested parties together to share ideas, assess relevant institutional capabilities and potentials, and plan jointly how to develop the most effective programs. It is with the hope that these efforts can and will in fact be implemented by universities and community colleges throughout the country, and in consort with similar institutions in other countries, that we present this publication.

William G. Shannon
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Peter A. Wollitzer

THE GROWING NATIONAL INTEREST IN INTERNATIONAL UNDERSTANDING

In recent years, evidence has been forthcoming in many forms and from broadly varying sources to indicate a resurgence of national interest in international understanding. While it is difficult to pinpoint and enumerate all of the possible origins of this newly rekindled concern, several causative events within the past decade come immediately and sharply into focus.

The most dramatic of these were the first and successive manned moon landings, which unquestionably brought all nationalities to a sharper realization of their common human bonds. The unprecedented photograph of an "Earthrise" silently affirmed the truth that all nations and all peoples share a single, finite home. Another major event which possibly served to rekindle interest in international understanding was the opening of the People's Republic of China to the world and the visit there of an American president. The third and most shocking event was the 1973-74 oil embargo and the slowly ensuing realization of how dependent most western industrial nations have become upon energy sources that are limited, costly, and "foreign."

Whatever the origins of the growing national interest in international understanding may be, the manifestations of it are clear. The following pages will identify and introduce several of those manifestations as they have developed in the postsecondary education sector.

Recent Federal Legislation

The higher education amendments of 1976, as finally approved by Congress, carry several provisions which are encouraging to international educational activity. The most important of these—but not yet funded—is the Citizen Education Amendment (Section 603) of Title VI of the National Defense Education Act (NDEA).

NDEA Title VI, dating from 1958, had the original function of training foreign area and language specialists for the purpose of expanding the available information on little known areas of the world. In 1972, Title VI was amended to provide greater support for undergraduate international studies, internationally oriented teacher training, and development of internationally oriented primary and secondary curricula. Regrettably, a lack of funding has curtailed the potential impact of the 1972 amendments and the entire Act since its inception; it has been consistently funded at no more than 20 percent of authorized levels.

Despite the record of funding difficulties for existing provisions in Title VI, the new Section 603 was one of very few 1976 amendments added. The thrust of the Citizen Education Amendment is revealed in the following excerpt from Public Law 94-482:

> The Congress finds that (1) the well being of the United States and its citizens is affected by policies adopted and actions taken by, or with respect to other nations and areas; and (2) the United States must afford its citizens adequate access to the information which will enable them to make informed judgments with respect to the policies and actions of the United States in this interdependent world.

It authorizes support at all educational levels, specifically including the community college, for in-service training of educators, dissemination of information, curriculum development, and instructional materials development.

Funding for fiscal year 1978 for NDEA Title VI (including Citizen Education and Fulbright-Hays) had been urged by internationally minded organizations and individuals at a level of $28 million, but the final appropriation for the year was only $14.65 million. Since existing Sections 601 and 602 of Title VI must receive at least $15 million before Section 603 even becomes eligible for funding, FY-1978 appropriations fell $350,000 short of the "trigger" amount, and Section 603 remained unfunded. The American Council on Education's International Education Program Office points out that this failure is attributable more to the accidents of Senate-House conference than to a deliberate denial of funding for Section 603 (*International Interaction*, April 1977), but other observers would question whether the educational establishment lost the battle due to a lack of effective lobbying or to inadequate institutional commitments.

A second item of considerable importance in recent legislative action was the reauthorization of the International Education Act (IEA) of 1966. Despite its ten-year lack of funding and its continuing struggle for survival, there is more reason to be optimistic about the International Education Act now than there has been for some time. There is some renewed interest in the House Committee on International Relations (where jurisdiction for the Act currently resides) in identifying those International Education Act provisions which are now not supported by other sources. Once this assessment has been accomplished and the unsupported IEA provisions identified, congressional appropriations for administration of IEA-authorized programs by the United States Office of Education (USOE) may come within view.

Increased Attention to Existing Federal Programs

Even though much of the hope that was sparked recently by the prospect of new federal programs has now cooled, the considerable attention accorded to existing programs is encouraging. Some of the more significant programs authorized by the Mutual Educational and Cultural Exchange Act of 1961 (Fulbright-Hays Act Section 102(b) (6) and 105(d), the Agricultural Trade Development and Assistance Act of 1954(PL83-480), and of course the National Defense Education Act, among others) are described briefly below:

—*Faculty Research Abroad* in foreign language and area studies (Fulbright-Hays authorized; administration by USOE) to enable "key faculty members to remain current in their specialities," or to update curriculum materials, improve them, or develop them. Three to twelve months of support is provided for research not primarily in Western Europe.

—*Foreign Curriculum Consultants* (NDEA Title VI; administration by USOE) to enable educational entities in the United States to secure the assistance of foreign educators in planning and developing curricula in modern foreign languages and area studies.

—*Group Projects Abroad* (Fulbright-Hays authorized; administration by USOE) to enable U.S. educational establishments to improve area studies and foreign language programs by means of group projects overseas.

—*Doctoral Dissertation Research Abroad* in foreign language and area studies (Fulbright-Hays authorized; administration by USOE). This program provides six to twelve months of support for research in nonwestern European countries where the United States has diplomatic representation.

—*Fulbright-Hays Full Grants and Travel Grants* for graduate study abroad (administered by the Council for the International Exchange of Scholars).

—*Senior Fulbright-Hays* for faculty lecturing and research positions overseas (administered by the Council for the International Exchange of Scholars).

—*Ethnic Heritage Studies* (Elementary and Secondary Education Act, Title IX; administered by USOE) to promote intercultural understanding of the diverse ethnic origins of U.S. residents via curriculum development, training of persons, or dissemination of information. Interestingly, proposals for the Ethnic Heritage Studies Program must show community-based cooperation.

—*The Undergraduate International Studies Program* is intended to strengthen international dimensions of general education at the undergraduate level (NDEA Title VI; administered by USOE). This program assists the infusion of international perspectives into the first two years of post-secondary education by funding instructional programs.

—*Teacher Exchange* (Fulbright-Hays authorized; administered by USOE) to enable the international exchange or overseas placement of teachers.

—*IREX (International Research and Exchange Board) Exchanges* (U.S. Department of State Bureau of Educational and Cultural Affairs, National Endowment for the Humanities, and private funding) to promote scholarly exchange between the United States and the countries of East-Central and Southeastern Europe, and the Soviet Union.

While this brief listing of existing programs is by no means complete, it indicates the general nature of federal commitments to international education at this time. The increased attention being accorded to the current federal commitment may be indicative of future legislation and programs which would bring federal posture more into line with current needs. (For a list of suggested federal actions see *Education for Global Interdependence*, ACE, 1975).

Organizational Activities

Not only do developments in the federal government reflect a rekindling of interest in international understanding, but so do developments in the private and state sectors. The number of organizations with active interest and participation in international educational affairs has grown remarkably throughout the post-World War II period, and while it is beyond the scope of this paper to provide a detailed description of each of these, some of the activities that selected organizations are engaged in are germane to the purposes at hand.

There are, for example, educational associations that have established offices especially concerned with international and intercultural facets of education. Among these are the American Association of State Colleges and Universities, the American Association of Colleges for Teacher Education, the American Council on Education, and several others. There are also agencies such as the National Association for Foreign Student Affairs, the Experiment in International Living, the Institute of International Education, the Council on International Educational Exchange, and the American Association of Collegiate Registrars and Admissions Officers that can provide specific international education services to colleges and universities. Organizations with more general services include, among others, the Foreign Policy Association, the African/American Institute, and Sister Cities International. Educational institutions also have available to them assistance from a number of foundations with special interests in the international area. Traditionally, the large grantor foundations have been Rockefeller, Ford, and W.K. Kellogg, but the *Foundation Directory* (1975) lists more than forty large and small foundations with such interests.

There are at least two other items of special note to which attention should be drawn because they provide such exceptionally clear evidence of a growing national interest in international understanding. One of these is the Columbus, Ohio, Experiment.

With support from the Kettering Foundation and the Ohio State University, a group of faculty and graduate students at the Mershon Center of Ohio State began collecting data in 1972 on the commercial, cultural, religious, social, educational, scientific, political, and personal linkages existing between Columbus, Ohio, and the rest of the world. The goal of the project is to raise the level of awareness of how the Columbus metropolitan area, with a population of about one million persons, relates internationally. Significantly, seven new internationally oriented community organizations and projects have evolved from the

collection and dissemination of information on Columbus's international connections. Among these is the International Council of Mid-Ohio, which will serve as a linking place for international activities in all sectors of community life.

The second item, also born of the recognition that international elements pervade daily life unnoticed by most people, is a statement of policy and proposed action published in March 1976 by the Regents of the University of the State of New York. The statement defines the Regents' commitment to "international education as a means of helping citizens to better understand other regions of the world, international issues, and the need to learn how best to deal with global problems." Their rationale, stated both in direct economic terms and in terms of broader, less tangible imperatives, bears the following lengthy quote:

> The importance of international understanding to the State of New York is known. New York State's international trade was valued at $38.3 billion in 1973, in constant dollars twice as much as in 1953. Some 30 percent of the Nation's imports and exports passes through the port of New York; it is estimated that this trade supports 63,000 jobs in commerce-related agencies and firms. New York State's manufacturing concerns export annually some $3 billion worth of goods, supporting an estimated 33,000 jobs. Headquarters of nine of the world's 50 largest corporations are located in the New York City area, more than in any other state, and indeed more than in any country save the United States itself. New York State is the home of the United Nations.
>
> As we enter the final quarter of the 20th century, we are faced with the challenges of finding and effectively using varied sources of energy. We are concerned by the growth of population and, relatedly, with the preservation and productive use of the world environment. Today, as never before, the well-being of all peoples is inestricably linked in global interdependence. Further, understanding other peoples helps us to better understand ourselves. [Regents of the University of the State of New York, 1976, p. 4.]

In response to this reasoning, the Regents have initiated the following measures:

1. Established a "Regents Forum on New York State in the World Setting" to foster discussion and dissemination of information on the interrelations between New York and world economic, social, and cultural issues.
2. Authorized the State Department of Education to establish externally-funded study centers in key regions of the world, cooperatively with other states and organizations.
3. Recommended new emphases upon American studies for foreign students in educational professions through existing resources such as the New York State Museum and Library.
4. Requested greater availability of the international baccalaureate, which confers the equivalency of "junior" class standing in American higher education

and university entrance-level qualification abroad.

5. Directed the state education department to establish standards of basic knowledge about world issues in social, political, cultural, and economic domains and to incorporate these into state examinations.

6. Encouraged institutions to facilitate foreign studies and travel for students in programs that contribute to the students' educational goals.

7. Directed that a five-year evaluation of international programs take place to assess progress toward meeting the desired goals. [NB: The 1976 Statement of Policy of Proposed Action carries an appendix which describes new international activities undertaken in response to proposals set forth in a 1970 position paper.]

Summary

If, as this section of our report has suggested, interest in international understanding is again waxing, then the question which educators must invariably ask is how that interest can best be served by educational institutions. The preceding statement by the New York State Regents provides a cogent and convincing answer, and their proposals for action aim in precisely the right direction. Yet, another annoying question remains unanswered — Will such policies and actions actually reach and benefit the average citizen: the adult businessperson, teacher, factory worker, craftsman, or civil servant? Will this person be included in the education for global interdependence that is so clearly needed in this and coming decades? These are exceedingly important questions because a need exists not only for able leadership in matters international but also for broadly-based citizen understanding of and participation in the myriad international and intercultural dialogues of our time. The succeeding section comprises an exploration of the current and potential role of the community college in responding to these needs.

COMMUNITY COLLEGE LINKAGE TO ADULT LEARNERS

There can be little question that community colleges in the United States are ideally positioned to assume an important role in citizen education for international understanding. According to 1976 data from the National Center for Education Statistics, two-year institutions in the United States (numbering about 1,200) enrolled over four million students or nearly 40 percent of all United States postsecondary enrollments. More important than mere enrollment figures, however, are additional statistics indicating that very large proportions of these students—perhaps as many as 65 percent—are part-time and that as many as half of these are over eighteen to twenty-one years old (Knoell, 1976).

One of the community college attributes that helps produce high figures for adult and part-time attendance is the convenient location of these institutions within the community, but physical accessibility is only one manifestation of a total and systematic orientation to serving comprehensive community educational needs. Aspects of this orientation as well as other factors contributing to strong linkages between community colleges and adult learners are elaborated below.

Legislative Mandate of Community Colleges

Provision of educational programs which serve students classified as adults is a long-standing commitment of community colleges; works describing these institutions from their earliest days in American education to the present show this commitment as strong and consistent (Koos, 1924; Gleazer, 1973).

A review of the enabling legislation for community colleges in the respective states shows clearly that the historical mission of community colleges to serve older students is gaining strength (Martorana and Nespoli, 1976). In many states, anyone holding a high school diploma or aged at least eighteen years is eligible to apply for courses in these institutions; other states stipulate that a prospective student must be able to learn from the college experience. The important considerations are simply that two-year colleges can and do reach far beyond the traditional eighteen to twenty-one year old pool of eligible college entrants and that their capacity to do so is expanding.

Adult Enrollment and Community Service Trends

Knoell (1976) documents changes in community college enrollment characteristics over the past several years in a California study which, as her title implies, seriously challenges the "model and the myth" that those who attend community colleges are typically eighteen to twenty-one year olds attending on a full-time basis. The study, begun in a sample of California community colleges in 1972, revealed after seven academic terms of data collection and subsequent analysis that (1) more than two-thirds of the head count enrollment in California's community colleges is comprised of part-time students, and (2) of these,

50 percent are over twenty-one years of age. While thousands of part-time and/or adult learners do enroll for degree credit with the intention of pursuing a degree, significant proportions of the students sampled in Knoell's study had already earned bachelor's or advanced degrees; many others were enrolling for the first time at the age of 40, 50, or even 60. On the basis of her data, Knoell concludes that the dominant function of community colleges is not to provide eighteen to twenty year olds with the first two years of a four-year academic degree but rather to provide continuing education services to the older, part-time student.

The community colleges have, of course, been committed to this function for many years and have served the community as a whole—adults and youths alike—in many ways. Throughout the country, community service continues to be seen as an important part of the community college mandate, and the colleges increasingly emphasize their community service functions. Besides their service to individual adult students, they are also important because they help develop the interest and loyalty of local residents and supporting constituencies.

In many places, community colleges serve as the center for cultural and artistic programs; auditoriums, gymnasiums, libraries, and theaters are frequently made available for community use. Very often, local families agree to host a foreign student and thereby become involved in his counseling and sometimes housing; this particular kind of activity is, of course, not only a service to the foreign student but must also be seen as an important element in the transcultural education of adults in the community. Another important manner in which the transcultural education of adults in the community is accomplished is through the offer of educational travel programs by the local college. Participation in study tours is open in some colleges to teachers, businessmen, and other interested community members, allowing them to travel at low cost and to combine education with leisure.

Community colleges in some parts of the country have established cooperative arrangements with public school systems in order to improve the educational servicing of the community, improve community relations, and avoid the unnecessary duplication of education services. Cooperative efforts of this kind have been strongly present in the community college mandate in most states and promise to continue as the entire function of community service receives more and more professional attention in the community colleges.

Community-based Education

Instrumental in the community-based, cooperative efforts mentioned above have been the encouragement and support of the Mott Foundation. Since the 1930s, this private foundation has helped to foster community self-improvement through grants for education, citizen involvement, and community leadership and development. It has been supporting efforts to integrate school, college, and community resources for the purpose of providing learning service networks for community members of all ages. An example of such efforts is the Community

School Program in Michigan, which has received both state and Mott Foundation funding for many years and has served as a model for other states. Another excellent example of Mott's involvement is their cosponsorship again in 1977 of the Inter-American Community Education Workshop. This meeting, held in Cali, Columbia, focuses on community education as a means of citizen problem solving.

In at least twelve states (Arkansas, Colorado, Delaware, Oregon, Oklahoma, Idaho, Illinois, Mississippi, Missouri, New York, Pennsylvania, and Wisconsin), progress toward community-based, performance-oriented education has been occurring without legislation other than the basic postsecondary legislation for those states (Martorana and Nespoli, 1976). In eight additional states (Alaska, California, Florida, Hawaii, Michigan, Minnesota, South Carolina, and Washington), specific legislation now exists or has been proposed to codify the status and operation of community-based education (*Ibid.*, 1976).

Universities in the past generally declined involvement with or active participation in such community-based education activity as providing instruction to part-time adult students. Currently, in addition to certain key exceptions like the University of Wisconsin which has a long tradition of offering education to part-time and adult students, there are many universities accepting responsibility for the continuing education of adults. One salient example of the entrance of a major university into the adult education field has been the recent establishment by the University of Southern California of facilities in Washington, D.C.; their mission will be to provide services to part-time students far removed from the home campus of the institution. Another well-known example is found in the University of Michigan which has, through its association with the Mott Foundation, pioneered much of the way for university cooperation in community education.

Summary

The preceding, brief discussions of legislative mandates for community colleges, adult enrollment trends and the emphasis upon community service, and the development of community-based education all point in the same direction so far as the role of community colleges in citizen education for international understanding is concerned. They suggest unequivocally that if the growing interest in and need for international understanding is to be served by educational institutions, and if a broad cross-section of the adult population rather than just the national leadership is to be included, then community colleges are a natural resource to perform, hopefully in cooperation with four-year institutions, the massive education and information dissemination function at hand.

This is, of course, no surprise. Forward-looking community college leaders and planners have been quietly developing their capacity to accommodate their new charge for several years. The following sections provide a glimpse of what has been accomplished by them and what remains to be done.

CURRENT STATUS OF INTERNATIONAL PROGRAMMING IN COMMUNITY COLLEGES

An Overview*

Community, junior, and technical colleges currently offer a wide range of international and intercultural programs and services. They also enroll over 50,000 foreign students or nearly two-thirds of all undergraduate foreign students in the United States (Diener, 1977). Citizen education related to foreign policy development, the dynamics of world trade, economic interdependence, and cultural exchange have all been receiving increasing emphasis of late, but the need is far from satisfied.

Two types of approaches to the issue of international/intercultural education may be identified: (1) those that are specifically international and/or intercultural, such as study abroad, faculty exchange, foreign language instruction, area studies, and technical assistance to other nations; and (2) modifications to existing courses and curricula, such as social studies, political science, economics, and the arts, to include international/intercultural dimensions.

Community colleges appear to be in full agreement with, and ready to respond affirmatively to, the findings and action of the U.S. Congress as elaborated in Section 603 of the National Defense Education Act referred to earlier. Many chief administrators in particular have expressed eagerness to move their institutions into greater international educational activity. They believe it is critical for the United States that more "world reality" be added to the education of both students and community members, the latter including businessmen, bankers, farmers, and others who are directly or indirectly affected in their economic concerns by the policies and actions of other countries and who are also involved in community college development.

Personal experiences abroad are frequently the key to building enthusiasm for initiating or developing international programs. Administrators, faculty, and perhaps students who have travelled to other countries frequently spark the formation of intercultural or international activities. In several impressive cases, the chief administrator has exercised leadership to build total institutional interest and commitment. In other cases, affirmative policy statements by boards of control on the importance of international and transcultural education have set the necessary tone and provided guidelines for program development. Several such statements appear to give faculty, department heads, or other interested staff members every encouragement to take initiatives in designing and installing relevant programs.

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*This section is adapted from W. G. Shannon, *A Survey of International/Intercultural Education in Two-Year Colleges,* 1976, pp. 9-15.

Many chief administrators and other staff who are deeply interested in starting or expanding programs express the need for more, precisely focused guidance and consultant assistance. Staff development, program development, and especially budgeting and finance are areas where these needs are greatest. Needed also is a greater volume of current information, especially from similar institutions engaging in related efforts.

In an attempt to fill some of these needs, the National Association for Foreign Student Affairs (NAFSA) and the American Association of Community and Junior Colleges have formed a liaison committee to improve information and service pertaining to the community college role in international education. As a pilot project, the joint committee sponsored a publication, funded by the W. K. Kellogg Foundation, entitled *Foreign Students in Community and Junior Colleges* (L. Kerr, 1973), which serves as a guide for two-year college administrators considering or already dealing with foreign student enrollments. NAFSA also supports an internal committee whose function is to improve and expand international activities in community colleges and to raise awareness in community colleges about the information services NAFSA can provide.

A vast nationwide network, the approximately 1,200 two-year colleges in the United States are only beginning to use their talents internationally for technician manpower training, community and adult education, ethnic and cultural education, and university preparatory education. Ironically, developing nations are desperately short of those very services which the community colleges can so effectively provide, especially services related to mid-level technician training ("Reassessing The Overseas Links . . . ," July 25, 1977, p. 5). Yet, international agencies such as the World Bank, the InterAmerican Bank, the Organization of American States, several globally-oriented foundations, and the multi-faceted United Nations have largely ignored these institutions.* Agencies of the U.S. government, such as the Agency for International Development, the Department of State, and the Departments of Labor and Commerce, likewise have only begun to recognize the capabilities of the two-year college for international development. To date only a few community colleges have been invited or encouraged by these offices to provide technical assistance to other countries.

Student travel and study abroad programs are sponsored by many colleges, and language instruction appears to be attracting many adult evening students. The two-year college has considerable potential for reaching many more students who could become interested in learning a foreign language either in an occupational or an academic area if increased institutional attention were given to the general stimulation of international/intercultural education. Many colleges have excellent learning resource centers and laboratories for providing language instruction.

*One notable exception: The W. K. Kellogg Foundation provided several large grants to underwrite an Office of International Programs in the American Association of Community and Junior Colleges from 1973 to July 1976.

While there is considerable international/intercultural activity underway in the nation's two-year colleges, there is little direct evidence of much significant coordination of effort among the institutions or even the effective sharing of ideas and experience. The action is atomistic, except in a few instances. For example, although several colleges operate programs in Africa or in the Middle East, they seem to be unaware of each other's work. This is not necessarily a critical situation, but the long-range view suggests that a coordination of effort might lead to lower costs or, possibly, to a better use of host country resources and personnel—especially as more colleges move into these fields.

Efforts in curriculum development or adaptation and staff orientation and training hold promise of considerable dividends for whatever money, time, or energy a college is willing to invest; to date, many individual colleges have created imaginative, distinctive programs. However the efforts again seem isolated and of little relevance across institutions; curriculum ideas, publications, syllabi, and other instructional materials often carry an individual collegiate stamp. While each college must utilize materials that fit its own needs and constituencies, broad and basic information exchanges could be highly useful in curriculum development just as they are in other areas of concern.

The several consortia in operation seem unable or not quite forceful enough yet to tie colleges together programmatically. One indication of a lack of cooperation in the field is the paucity of domestic transcultural exchanges. Just a few colleges have established curriculum, student, or faculty exchanges with other institutions in culturally different areas in this country. Colleges that are so involved emphasize the direct, logical relationship between their efforts to develop greater crosscultural understanding in their own communities and their work in the international arena.

Cooperative arrangements between senior and junior institutions are also rare. It appears that the really active initiators of programs have developed their approaches and materials without benefit of what has already evolved in senior colleges or universities. Evidence is available in only two or three colleges that a current working relationship with a senior institution in international education is in place.

In the past, colleges have indicated few problems in establishing short-term projects abroad, i.e., one semester or less. An assumption can thus be made that the two-year college is particularly well suited to organizing relatively short-term programs abroad for students and especially for community members who would find useful a college-sponsored international project having a specific problem-oriented approach. In business fields, for example, many colleges express the strong conviction that tremendous potential exists, only slightly developed to date, to create a mutually beneficial relationship with the business and industrial communities for the study of international marketing, trade, and other economic aspects of foreign relations.

With good curriculum ideas beginning to sprout across the country, the prospect is bright for a nationwide flowering of international/intercultural activities in the two-year college. However, in many institutions initiatives for the transcultural orientation and sensitization of faculty and administrators may be needed to stimulate the development of strong college programs. Further, since financial stringency is often blamed by college officials for a lack of achievement in these areas, special studies will have to be conducted to determine how best to finance these programs.

Many community colleges state they are eager to launch programs that they could later sustain if only start-up funds were available from the United States Office of Education, private foundations, or other sources. Based on past experience, incentive or "seed" money, and particularly additional support from the United States Office of Education, would generate a strong current of community college activity. Grants provided to date by USOE have been remarkably productive, with colleges consistently more than matching each federal dollar and also continuing programs after the termination of grant support.

Community colleges, well established as community-oriented learning centers, are ready, willing, and able to strengthen their efforts to increase citizen awareness of the growing interdependence of nations. Leaders in the field have already expressed, in program form, the thesis that identification with one's home town should be accompanied by a sense of membership in the world community. Included in their consideration is, of course, education about the various cultures represented in the American community as excellent background for understanding the larger world. In the paragraphs below, a closer look at some specific expressions of their commitment is provided.

Consortia Activity

In order to develop an "international dimension" to their programs, community colleges often find collective, interinstitutional effort advantageous. A full description of all of the consortia arrangements now being tried is beyond the scope of this paper. A number of more notable developments, however, are presented as illustrations of this approach.

American Association of Community and Junior Colleges (AACJC) International/Intercultural Consortium. In January 1976, sixty-five community colleges in twenty-four states joined together under an AACJC aegis to form the International/Intercultural Consortium. Consortium interests include faculty and student enchange programs between American and Canadian community colleges, surveys to collect information about projects in member institutions, newsletters and publications, and liaison with other associations.

The Community College Cooperative for International Development. This Cooperative comprises six community colleges of the eastern seaboard region. Its mission, arising from the recognized value among member institutions of identifying and maintaining international relationships, is to "identify, develop, and

expand mutually beneficial international relationships which contribute to the improvement of college programs and services." The constituent community colleges of the Cooperative are leaders in occupational, vocational, and technical education, and they provide mid-level manpower training and technical assistance in these areas as well as consultant services in curriculum development, instructional techniques, evaluation, etc. Their delivery of available services to overseas users includes on-site technical assistance or arranging visits to the cooperative college campuses, training programs at the home campus or abroad, and tailoring of services to the needs of requesting countries.

The Cooperative places a major emphasis on the value of cultural and other exchanges for the colleges' own students and communities.

Tri-State Consortium. The Tri-State Consortium on International Education initially brought together Mercer Community College (New Jersey), Harrisburg Community College (Pennsylvania), and Rockland Community College (New York) for the purpose of enabling a broad and varied scope of overseas and domestic exchange opportunities. The Consortium now offers students in each of the member institutions a choice of thirty-three overseas programs in twelve countries. Administrative features of the initial consortial arrangement included the following (Hess, no date):

> Any program in existence at present or to be developed by any one of the three campuses is in the future automatically open to any student on any one of the three campuses.
>
> Since different tuition structures and payment schedules are involved in each one of the three different states, the actual "exchange" is in the form of services, rather than monies.
>
> In addition to the two faculty members abroad [from Rockland], the other colleges in the Consortium have agreed to "maintain" one faculty member abroad each in different countries to that the "Tri-State Consortium on International Education" can offer a student four faculty members in four different countries attached to four one-semester overseas academic programs, thereby making it theoretically possible for a student enrolled in any one of the two-year degree programs in the three colleges involved to study for four semesters abroad, with each semester being spent in a different country under the supervision of a faculty member attached to one of the colleges in the Consortium (p. 14).

Hess further notes that "The problems involved in organizing and maintenance of the Tri-State Consortium have been reasonable and manageable, while the values which have accrued to the students of the three colleges have far outweighed the problems involved (p. 14)."

Florida Consortium. Broward Community College in Florida is substantially involved in both its own programs and in cooperative programs with Rock-

land Community College in New York. It is also one of six community colleges in Florida which have joined together for the purpose of sharing international exchange programs, sharing information, and developing new programs jointly. One of the goals of the Florida Consortium is to develop a network of community college international programs such that a student from one college who wishes a certain type of experience in a certain place can have access to that experience through whichever college offers it. The Consortium also plans to explore the establishment of a Center for Latin American Studies somewhere in the Caribbean area.

Midwest Center for Off-Campus Studies. The Midwest Center for Off-Campus Studies is a well-established group of six community colleges in Wisconsin, Indiana, Missouri, and Illinois whose purpose is to provide off-campus learning experiences to well-qualified students. Since 1967, the Midwest Center has been offering educational programs both domestically and internationally during the January inter-term period. This year (1977) will mark the beginning of summer programs in such areas as Key West, Florida (marine biology program); London (theatre program); and Paris (art program). One summer program offers a tour of seven European nations. In all, the Midwest Center offers five domestic and three foreign programs. Professors coming either from member institutions or hired on a contract basis provide instruction for the students, with emphasis being placed upon high quality programs at low cost (less than $700, *all* expenses included). Students are drawn from institutions throughout the midwest.

In-House Programs

In-house programs of international education, as stated in the overview above, have become widespread across many types of two-year institutions. Precisely for this reason, it is not possible to describe each one in the text of this report.

Perhaps of greater significance than details about individual programs, however, is the very fact that so many individual colleges, in locations from cosmopolitan New York to conservative Iowa, have found it appropriate to design and implement international education experiences for their students and the members of the communities they serve. Also impressive is the great variety of ways in which different colleges have expressed their impulse to "internationalize." Work programs, study programs, travel programs, sensitization programs, foreign student programs, and intercultural festivities all stand to document the ground swell toward some form of international/intercultural programming in community colleges nationwide.

Technical Education

An enterprising locus of international activity is the Technical Education College (TEC system) in South Carolina. The TEC system is essentially an umbrella concept under whose aegis approximately 200 community college

programs of technical and vocational studies in fifteen "comprehensive colleges" are organized. These programs occur in clusters such as: business, engineering, agriculture, allied health, arts and science, occupational/industrial (TV, radio, drafting, welding, etc.), and public service. Approximately 100,000 students, of whom 35,000 are in degree or diploma programs and 65,000 are enrolled in short cycle adult education or manpower training programs, are served by the TEC system. In fact, TEC serves as a keystone in South Carolina's bid to attract new industry and commerce to the state.

Each year the TEC system plays host to delegations from more than twenty countries who come to assess how the member institutions assist business and industry in filling their manpower needs. Working in close cooperation with the state development commission, the TEC system provides for the training and orientation of skilled workers and managers for businesses and industries relocating in South Carolina.

Scattered across the country are several individual community colleges that are now sharing technical education experience with institutions in other nations. It is anticipated that the sharp need for manpower training in developing nations will lead to a considerable international flow of instructional materials, publications, and staff in the future. Community colleges will be able to contribute to this flow and to gain from it as well.

The Role of State Legislation

The official position of the various states on the importance of internationalizing education generally could critically affect developments in community colleges. A 1976 survey of state legislation relating to community and junior colleges (Martorana and Nespoli, 1976) indicated no activity during the year on this issue, but in at least one state, Minnesota, the legislature had already moved in several important ways to facilitate the development of international education in the community colleges. For instance, in 1974 the legislature established the principle that foreign students are an educational resource and thereby contribute to the education of Minnesota's students. From this position it was then possible to provide financial assistance to foreign students on the grounds that such support represents an investment in education for Minnesotians.

At present the Minnesota legislature has approved and implemented a loan program, available in most accredited postsecondary institutions in the state which enroll foreign nationals, that allows a foreign student to borrow state funds in the event he or she enters an unanticipated financial crisis. These loans can be forgiven if the student returns to the home country upon completion of study; the loan is payable if the student remains in the United States. During the 1974-1975 academic year, 76 percent of the $80 thousand appropriated for the foreign student assistance program statewide was spent; six of the eighteen eligible community colleges participated during that academic year. State funds are also

available on a regularly appropriated basis to offset the differential for foreign students between resident and nonresident tuition; this amounts to up to $1,800 per year per student.

Another program authorized by the State Department of Education, based on the same logic as that adopted by the state legislature, is now operating in northern Minnesota. The arrangement allows Canadian students from an area immediately across the border which is not served by any community college to enroll tuition-free in a Minnesota community college. The rationale expressed by the State Department of Education for this arrangement is that is benefits the Minnesota students and makes better use of existing facilities.

Summary

One might conclude, on the basis of information presented in this section, that the current status of international programming in community colleges eludes being pinpointed and defined. On the one hand, a great, spontaneous generation of interest and action can be documented; on the other hand, this interest and action is random, unpredictable, and tenuous in many cases. In some cases, programs of international/intercultural education have developed under specific board, state department, or legislative mandate and approval; in other cases, programs seem to be flying by the proverbial seat of their pants, without instruments to aid navigation or warn of impending danger. The strongest international/intercultural programs would clearly be those that have developed over time with the firm support of the administration, board, and perhaps legislature; with the interest and commitment of the faculty; with the involvement of the community; and with the needs, interests, and orientation of specific clienteles in mind. Whether many programs have approached this ideal in their development, however, is rather doubtful. Still, many excellent programs exist and the experiences leading to their success need to be studied by and generalized to other institutions and groups of institutions. The need expressed earlier for better provision of consultant assistance and guidance has still not been adequately met.

The succeeding section explores one avenue for strengthening and coordinating community college international programs, based on the precedent of successful articulation and coordination between community colleges and universities in other endeavors of importance to community college development.

ARTICULATION OF COMMUNITY COLLEGE AND UNIVERSITY MUTUAL INTERESTS

When the current activity and interest of community colleges in international and transcultural affairs is examined as in Section III, the rather complete detachment of the developments observed from interests that exist in the universities of the country is striking—and surprising. It is striking because the isolation of community college program development from related university interests is almost complete; it is surprising for several reasons. An obvious one is that there are many programs of an international bent in the universities and the expectation that some interplay between these and programs in the community colleges should occur is logical; but another is that historically strong and varied efforts have been extended by both sides to "articulate" better the educational programs and related activities of both types of institutions.

Over the past 75 years, the principal thrusts toward community college and university articulation of interests have been of three types: programmatic, structural or administrative, and professional; that is, related to the identification and training of practitioners and scholars in community college education. Again, it is not the purpose of this paper to expand on each of these approaches as specific topics, as they are well developed elsewhere (Kintzer, 1973; Medsker, 1960). The point in noting them, however, is to display the fact that in international affairs the behavior of both types of institutions seems out of character with practices in the past.

Among the principal instruments of community college and university articulation have been university-based professors responsible for the graduate education of future junior and community college personnel. The influence of such university-based scholars in the field as L. V. Koos, B. Lamar Johnson, Leland Medsker, and a long list of others on the recruitment, training, and "socialization" of leaders in community colleges is well known and acknowledged in the field (for a more comprehensive listing, see Young, 1977, p. 334). Around these professors, centers of interest have evolved which concentrate on community college issues and from which advisory services to two-year institutions are available. The flow of graduate students from such centers into community college positions of responsibility is a further, potent source of interchange between two- and four-year institutions. In the following paragraphs, these and other community college and university articulation efforts will be discussed with an eye to their special potential for strengthening international education endeavors.

The Junior College Leadership Program and the Council of Universities and Colleges

In 1959, the W. K. Kellogg Foundation announced two large grants to the fledgling American Association of Junior Colleges (later to become AACJC to

include "community and junior colleges") which have, over the years, emerged as keystones in the development of fruitful interchange between community colleges and universities. One of the grants funded program operations of the Association for a period of five years. The second was earmarked for the training of future community college administrators.

A relationship whereby universities would provide the training and community colleges would provide the market for specialized administrative personnel was formalized in early 1960 with the announcement from the Association that $1.5 million had been made available to ten universities in the form of Junior College Leadership Training grants. The first five institutions designated were Columbia University, the University of Texas, the University of California at Berkeley and at Los Angeles, and Stanford University; later in the year, the Universities of Michigan, Michigan State, Florida, Florida State, and Wayne State were added to the original five, and the Junior College Leadership Program came into full operation. The number of training sites was eventually expanded to twelve to include the University of Washington and the University of Colorado.

The Junior College Leadership Program served as a natural vehicle for transmission of information across three large domains: (1) curricular articulation, aimed predominantly at the "transfer" function of the community college clientele; (2) research and development, with universities supplying basic research and community colleges serving as action implementers; (3) the best means of information transfer, with the eventual evolution of a sort of instructional division of labor, community colleges serving citizen education needs and universities concentrating on instruction for administrative and other leadership.

The ideal linking position of the Junior College Leadership Program was eventually enhanced as the need arose for those university-based professors who were actually providing instruction to future junior college personnel to communicate among themselves, share ideas, and cooperate in the solution of common problems. This need, clearly spurred by the W. K. Kellogg Foundation grants, was met through the establishment of what would become the Council of Universities and Colleges (CUC) in 1974.

The CUC has three basic purposes:

> To serve as a focus for four-year university professors interested in the community colleges; to provide a unified base for the professors' participation in [professional] affairs; and to serve as a vehicle for cooperation among four-year colleges and universities, and for cooperation between these institutions and the Association [AACJC] (Meek and Morgan, 1977, p. 27).

The CUC may be seen, then, as a primary liaison resource between senior institutions and community colleges.

In addition to the stated purposes above, academics affiliated with the CUC provide important consulting services to two-year institutions and thereby

have significant input into the type of development that such institutions pursue. Through their unique intermediary position, CUC members have the capability to coordinate and oversee cooperative activities between junior and senior institutions; one such activity might be cooperation for the development of international dimensions of community college education. Since many universities already have much experience in international educational programming, the expertise available there could serve community colleges within geographical range. The university would thus become, through the CUC member professor, the resource-rich hub of a regional network of institutions cooperating in the development of international educational programs. In fact, evidence of the potential for such arrangements already exists, as elaborated below.

Advisory Councils

Nearly every university center concentrating on community college education has established, or is in the process of establishing, an advisory body composed of presidents or deans of the community colleges in their region. A major purpose of these councils is to keep university programs functional and to keep them apprised of specific conditions in nearby colleges. The councils aid in university student recruitment (especially for in-service programs), provide political advice, and serve as friendly critics.

The staff in most university centers keep in close touch with events on the national community college scene through campus site visits, extensive correspondence, and consultant assignments. In several notable cases, university professors have played strategic roles in launching internationally-oriented programs involving community colleges. Among a fairly long list of such individuals and institutions, a few are cited below to illustrate the type of endeavor already accomplished or underway. Compilation of a full inclusive list would be a contribution of merit and may be undertaken in a future paper.

- —Dr. Raymond Schultz of the University of Arizona and Dr. Sydney Grant of Florida State University were among the consultants who assisted in the formation of the six-member Community College Cooperative for International Development.
- —Dr. Leland Medsker and Dr. Dale Tillery of the University of California at Berkeley helped organize community college-oriented programs in Chile.
- —Dr. Fred Kintzer and Dr. Charles Collins of UCLA both served as Fulbright scholars in Sri Lanka Ceylon where they helped officials plan a network of two-year "junior university colleges."

At the same time that the experience and interest of such individuals can produce tangible results of the kind illustrated, it is also important to recall that as faculty members they extend their influence, through the students they advise, well beyond the projects they themselves undertake. This form of articulation, mentioned previously, is explored below.

The Flow of University Graduates Into Community College Administration

An important element in the creation of closer relationships between community colleges and universities during the past decade has been the movement of university-trained administrators into positions of responsibility in community colleges. As universities have graduated individuals with a specific community college orientation, the colleges have willingly employed them. A substantial proportion of such graduates are originally recruited from positions in community colleges, encouraged by their employing institutions to pursue advanced degrees. Others are attracted basically by the professional opportunities in community college education.

The net effect of this movement is, of course, that community college administrators of the 1970s are far more likely to have studied their field of a university-based doctoral program than their 1940 or 1950 counterpart and are thus less likely to perceive the senior institution as a citadel of opposition or a sanctuary for snipers. In 1960, about 44 percent of community college presidents possessed doctoral degrees (Havighurst, 1960, p. 30; Shannon, 1962, pp. 91-92). In 1967, the figure had climbed to 52 percent (Morgan, 1967). Today we estimate the percentage is near 70 percent.

Closer ties and deeper understanding are also attributable to the considerable number of individuals being recruited into university professorships directly from community colleges. A quick look at the membership list of the College and University Council shows a high percentage of individuals with experience as state directors, presidents, or deans in community college education.

There is little likelihood that either trend will diminish since each is based on the prudent premise that prior special training and experience are undoubtedly useful to the practicing administrator and to the professor as well. Both trends offer considerable potential for the fruitful interchange of ideas in the specific area of international programming for community and junior colleges.

New State Coordinating Efforts

A last, but very important point of articulation between community colleges and universities is recent state coordination efforts reflecting new organizational concepts for educational planning. In many states, high level coordinating councils or boards have been established to bring the various sectors of education into closer working relationships with one another. State legislatures, concerned about uneven development across educational levels or about better ways to monitor educational planning and spending, have created super-boards which promise to be highly visible in the coming years.

One evidence of the intent of state legislatures to oversee all higher education developments is the authorization in Pennsylvania of a statewide study of duplication of academic programs which applies to both public and

private higher education institutions, Pennsylvania Association of Colleges and Universities (PACU, 1977). In other states, regulations and policies dealing with student transfer between institutions (Florida), agreements on regional educational planning to avoid unnecessary institutional program duplication (Maryland), department level agreements on the transferability of education experience for credit purposes (California), and other such developments portend a growing network of interconnections and relationships.

These moves also have their federal-level counterparts. For example, the U.S. Congress has appropriated funds to encourage the states to form coordinating commissions such as the "1202 Commissions" (named for Section 1202 of the 1972 Higher Education Amendments) to achieve the same objectives.

How comfortably the community colleges and universities will ultimately relate within these bodies is hard to discern at this time. However, it is reasonable to expect increasing demand for closer liaison and more joint planning in higher education generally. Where certain departments of universities and community colleges have already taken the initiative to work out good relationships, their experience may smooth the way for the cooperation and coordination that will undoubtably be mandated in coming years.

One place where this voluntary process is already successfully underway in international education is Massachusetts (from *Education for Global Interdependence*, A.C.E., 1975):

> The public higher education institutions of Massachusetts are making progress toward statewide cooperation in international endeavors. A conference on the "International Role of the University in the 1970's" held in 1973 under the joint sponsorship of the University of Massachusetts and the International Council for Educational Development initiated this cooperative effort. At the final plenary session, conferees called for the establishment of two committees to foster statewide cooperation.
>
> The first committee, The Statewide Committee on International Studies and Programs, includes equal membership from the community and state colleges, and the three campuses of the University, as well as the Southeastern Massachusetts University. The committee concentrates upon international studies, study abroad, and foreign student affairs. The second committee, the Committee on the University as a Commonwealth Resource: International Trade, Technology, and Labor, is comprised of representatives from labor, industry, and international commerce in the Commonwealth, representatives of the University, and various at-large members, such as the Dean of the Fletcher School of Law and Diplomacy.
>
> The Statewide Committee on International Studies and Programs lists among its accomplishments to date, the following: a workshop at which some fifty faculty, administrators and students from all three sectors of public higher education compared notes

on their overseas study offerings and better ways to serve all constituencies through increased cooperation; an inter-campus area-and-international-studies exchange through which college faculty may spend a sabbatical semester at the University to up-grade their own skills, while advanced graduate students from the University take over at least a part of their teaching duties at the college; a quarterly newsletter which keeps the cooperating institution informed of current news on international education, and recently, cooperation in area-studies program development among the various state colleges (pp. 92-93).

Summary

As the Massachusetts example clearly demonstrates, the potential for meaningful cooperation in international education across the different levels of postsecondary education is very real. Strong precedents for mutual concern and assistance exist in the form of the Junior College Leadership Program, the Council of Universities and Colleges, and the local advisory councils described above. Moreover, the potential for building further cooperation upon these foundations has increased steadily as university doctorates have filled important administrative posts in the community college sector and as persons intimately knowledgeable about community college needs and aspirations have taken faculty positions in university-based centers concerned with the study of community college.

Catalysts are now urgently needed which can help convert more of this potential into tangible, cooperative endeavor. Significant, but insufficient progress has been made to date; perhaps it will be accelerated by the growing momentum of statewide coordinating efforts. The critical point, however, is that people in positions of responsibility for community college planning and development should act while the initiative is theirs and before it passes to boards or individuals far removed from the community college context. A look at the initiatives that might be taken comprise the next and final section of this paper.

NEEDED: A STRONGER COMMUNITY COLLEGE AND UNIVERSITY COMMITMENT TO ACTION

In earlier portions of this paper, a growing national interest in international understanding was documented and the need to have that interest extended to a broad range of the nation's citizenry was expressed. The role of the community college as a delivery system which could reach the target clientele was discussed, and the current status of community college international/intercultural emphasis was explored to see what precedents and activity could be identified. Finally, the community college was shown in its relationship to other types of postsecondary education institutions, and the suggestion was made that as cooperating institutions, community colleges and universities harbored great potential for international/intercultural growth. If the stage is thus set for internationally-oriented community college and university cooperation and institutional development, then only a commitment by the players to actually perform remains before the action can begin. In the following paragraphs, several forms that their commitment might take are suggested.

Stronger Institutional Commitment: Administration

Perhaps the first need is for a strong commitment to action on the part of administrative personnel in the community colleges. They are in a position not only to influence internal policies in favor of developing international/intercultural education, but their position also affords them access to the external systems needed to support institutional initiatives: guidance from university centers of community college interest, approval from controlling boards or state departments, and encouragement from other colleges, consortia, or associations sharing interests and experiences similar to theirs. Where external support systems are not yet in place or where resistance to their establishment is evident, strongly committed community college administrators are influential enough to initiate the process of establishing support systems or to counter resistance with cogent and convincing reasoning.

In several instances where vigorous administrative leadership has been exercised, institutional commitment has been expressed in the form of a policy statement issued by the board of trustees. A good example is Rockland Community College (New York) where the Board of Trustees states that the fullest education of the individual in today's world requires the study of other cultures and societies and that the college will orient itself to this work in all its divisions. Such a statement gives notice to college personnel and to the supporting community of the critical importance of education related to international/intercultural themes, and it recognizes the institution's responsibility to provide it. Under such a policy, faculty and staff receive official approval to develop essential courses and services, and they can thus use their talents, experience, and imagination to the benefit of all interested students.

It was shown earlier in the paper that, at another level of administrative authority, similar enabling statements by state legislatures can serve to encourage program development—especially where they are written into educational law. The examples of Minnesota and New York were previously cited to provide illustrations of this approach, the former's legislature declaring the benefits to Minnesota students of intercultural exposure and the latter's educational Board of Regents doing likewise.

Stronger Institutional Commitment: Faculty and Instruction

Upon the foundation of firm administrative commitment must be built firm faculty commitment because it is ultimately through the faculty that all educational intentions do or do not reach the students. This is true in the international/intercultural education context not only with respect to the faculty role in delivering appropriate instruction to students but also with respect to their role in originally designing appropriate curricular materials and meaningful educational experiences.

If a community college wishes to establish transcultural or international programs, it must generally rely on its own staff for ideas and contacts. There are only a few full-fledged outside agencies that are prepared to tailor-make instructional materials or program plans. However, some publishing houses and a few nonprofit and profit organizations are beginning to address themselves to the vast potential market. Of course, some of the consortia mentioned earlier also provide a forum for the sharing of ideas and program materials. More consortial interchange might not only assist committed faculty in their curriculum design efforts but might also serve to generate interest and commitment among faculty who would otherwise not become involved.

One of the important roles that faculty can play is to arouse the interest and participation of various scholarly organizations such as the International Studies Association, the Asia Society, or the Council of Learned Societies, which seem to have not yet extended their concerns to the community college sector. The same would hold true in the case of language and area studies programs in universities across the country which, despite their federal tax support, maintain few direct linkages with and have little effect upon community college education.

The United States Office of Education offers important opportunities to committed faculty and their institutions in the form of grant programs (reviewed early in this paper) for the development of curriculum materials with international/intercultural content. USOE could offer much more, however, if it had

better information about the community college sector and its needs.[1] The instructional aspect is, of course, critical in the community college setting since the entire mission of institutions at this level centers around the provision of high quality instruction to a wide variety of clientele.

Stronger University Commitment to Cooperation

There are many ways in which universities can strengthen their commitment to community college for the purpose of aiding the latter's development of international/intercultural programming.

Perhaps the most important of these is to begin to build a stronger, theoretically and empirically based fund of knowledge on how international/intercultural understanding is generated and how it can be developed in the community college.

Another equally important research function which universities could provide would be an assessment of community college needs in international programming. Individual colleges have conducted their own case studies, but their combined mass seems slight and has not yet been analyzed for its ability to be generalized across all institutions. The types of needs that come logically to mind for such an assessment include:

1. basic information about various regions of the world with emphasis on demographic patterns, geography, major political issues, and relationships to the United States obtained through films, tapes, slides, magazines, newspapers, lectures, and interviews of knowledgeable natives and travelers;
2. library collections of all these materials for general backup and for individualized study projects;
3. individualized instruction materials and equipment;
4. orientation and graduate programs and pertinent materials for instructors, policy makers, administrators, and key members of the community

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[1]While community colleges do participate in USOE-funded programs for the development of curriculum materials with international/intercultural content, few of the publications, syllabi, photo collections, etc. which result have found their way into the community college mainstream. While it is true that some USOE report findings have led to effective new program development in specific community colleges, these very successes suggest that a much broader applicability of the remaining, untapped information may be possible.

In part, what seems to be lacking is a sufficient understanding within the international education offices of USOE of the needs, capabilities, and mission of community colleges, and a commitment on the staff's part to concentrate more attention (possibly through the USOE Community College Unit) on this important sector of higher education. On the other hand, community colleges have not yet used their collective influence to impress upon top USOE policy makers the potentially strong role that community colleges can play in assisting USOE to implement its Congressional mandates in international education.

—at the college itself
—in university settings
—through travel abroad programs;

5. cooperative arrangements with other institutions—including community colleges, universities, private and governmental agencies—to share scholars, U.S. and foreign officials, students, artists, etc.; to minimize costs; and to achieve administrative efficiency;
6. involvement in selected consortium activities for the easier sharing of experience with other members and with other nations;
7. assistance in planning for comprehensive program administration and financing;
8. open channels to state and federal legislators who seek guidance and information for the more effective drafting of legislation pertaining to international/intercultural programs and activities in the community college setting.

A third important way for universities to strengthen their commitment would be to further study and analyze the potential role of the university itself in the supportive activities suggested above. Starting points for such reviews would include: (1) an assessment of the universities' current relationships with the community college field; and (2) an appraisal of useful resources, human and other, in its own divisions, departments, research enterprises, libraries, laboratories, etc.—e.g., area studies and language centers. With information of this kind in hand, universities interested in assisting community colleges develop their international/intercultural activities and services would be in a position to recommend cooperative ventures which could help ensure the realization of the college's objectives as well as those of the university.

Summary

Stronger commitment to action, both internal and cooperative, on the part of community colleges and universities seems at this point to be the catalyst needed to transform potential into progress. This section has identified some types of initiatives which can create stronger commitments; certainly a plethora of others has been omitted. Community colleges working with one another as they have begun to do, and working also with senior institutions, will quickly become aware of needed initiatives once activity is underway. Getting activity underway through stronger commitment comprises the task presently at hand.

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Center for the Study of Higher Education
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The Center for the Study of Higher Education was established in January 1969 to study higher education as an area of scholarly inquiry and research. Dr. Kenneth P. Mortimer, its director, is aided by a staff of twenty, including five full-time researchers and a cadre of advanced graduate students and supporting staff.

The Center's studies are designed to be relevant not only to the University and the Commonwealth of Pennsylvania but also to colleges and universities throughout the nation. The immediate focus of the Center's research falls into the broad areas of governance, graduate and professional education, and occupational programs in two-year colleges.

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